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AUTHOR Etheredge, Forest D.; Dickson, Richard
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ABSTRACT

Although public community colleges have a better enrollment future than other institutions of higher education, the rapid growth rates of the past will not continue into the future. Furthermore, higher education can no longer expect the same increases in its share of federal monies that it enjoyed in the sixties. Considering these facts, and the fact that educational costs rise faster than the economy as a whole since there are no increases in productivity accompanying increases in salaries, it is evident that community colleges face a great challenge to cut expenditures in an attempt to do more with less. Through its participation in CAPES (Council for Area Planning of Educational Services), Waubonsee Community College (WCC) has attempted to do more with less by avoiding unnecessary duplication and encouraging shared facilities and programs. CAPES includes educational institutions at all levels, from elementary schools to a university; it also includes public and private institutions and formal as well as informal educational institutions. This document reviews the founding, organization, successes, and failures of CAPES. It also reviews enrollment and financial projections for higher education in general, and for community colleges in particular, for the remainder of the twentieth century. (DC)

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WAUBONSEE COMMUNITY COLLEGE

Sugar Grove, Illinois

"THE CHALLENGE OF RESOURCE SHARING"

by

Forest D. Etheredge, President

Presented at

Sixth Annual Convention

Association of Community College Trustees

Miami Beach, Florida

October 2-4, 1975

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The Challenge of Resource Sharing

General Introduction

Waubonsee Community College is located in northeastern Illinois approximately 45 miles west of Chicago. Located in a rural setting just three miles north of Sugar Grove, the College marks the western most area which can still be considered Chicago suburban. We are seven miles due west of Aurora.

The Waubonsee campus is located on a 183-acre tract of rolling meadows and grassland peppered with majestic oak and hickory trees. The manmade lake sits in the center of the campus providing the focal point for the recently completed permanent buildings which house the College's classrooms and offices.

These buildings, all completed within the past four years, include a 73,000 square foot Learning Resources Center which houses the library, the audio visual center and the student services department. In addition, there is a physical education building including a large modern gymnasium, a science building, technology building, fine arts building and a 400-seat capacity large group instruction hall.

This fall semester Waubonsee enrolled more than 6,000 students continuing a trend of growth that began in 1967 when the College enrolled 1603 students in its first semester of operation. Since then the growth has been consistent each semester ranging from a low of three per cent to a high of more than 20 per cent per semester.

As a comprehensive community college, Waubonsee provides instruction in baccalaureate-oriented subject areas, career areas, general studies and an expanding community education/community services program.

The baccalaureate-oriented program consists of 22 subject areas designed to transfer to senior institutions. Broad enough to provide students a rich and a varied general education core, the program also provides students with an in-depth view of any specific subject in which he shows an interest.

Waubonsee also offers more than 35 separate degrees in career areas designed to train persons for immediate entry into the job market. This includes programs in industry and technology, agriculture, business, public service and health, which includes a two-year nursing program.

The College takes special pride in its commitment to individualized instruction. These programs, implemented whenever they provide the best available means of serving the student, have made their greatest advancements in the career areas. Waubonsee's automotive services program and its secretarial science program are both taught almost exclusively in this way. Other programs utilize this approach in varying degrees.

One advantage of Waubonsee's approach to this type of instruction is the ability to implement a variable entry - variable exit admissions procedure which allows students to register for and begin a course whenever they please. They also are able to finish whenever their time and energy permit. In all, 71 courses out of a total of 700 were offered on a variable entry - variable exit basis this fall semester.

Waubonsee's educational program is ideally suited to the needs of its District. Composed of half urban and half rural population, the 600-square mile WCC District encompasses parts of five counties: Kane, Kendall, DeKalb, LaSalle and Will. To the east of the campus is Aurora, a city of 76,000 persons in which hundreds of small and large industries thrive. To the west are hundreds of square miles of agricultural land.

The past twenty years in the history of American higher education might be summed up by Oscar Wilde's wry aphorism, "Nothing succeeds like excess." The central strategy for most community colleges, and in fact most of public higher education in this period, has been rapid growth. It has both covered up mistakes and exposed hidden opportunities. In contrast, the future, with lower rates of growth, or perhaps no growth at all in some instances, will place a premium on prudence, efficiency, and cost-cutting. In this more difficult era, mistakes are likely to bring harsh punishment upon those institutions that make them.

It is our belief that costs will rise more rapidly than income in the next decade and that this situation will generate pressure to curtail services either by limiting enrollments or by eliminating programs and services. Some of this pressure will come from within the colleges and some will come from the various agencies of the state that provide funding to the colleges. This pressure is already being felt in Illinois.

It is therefore incumbent upon the colleges to be creative in their exploration of ways to not only maintain, but expand their programs and services in a period that promises to be a very challenging one. There is a limit to the effectiveness of such traditional cost-saving devices as increasing class size, after all not all classes can be taught in a large group setting! And eliminating programs with low enrollments, after all the more comprehensive the program the more it will be attractive to potential students. These steps should be taken whenever careful study shows they are in the long range best interests of the students and the college, however we believe that such traditional moves may not be enough for many institutions and that more creative steps will be necessary.

One such step involves the organization of cooperative arrangements between educational institutions. Such endeavors are by no means unique, but we feel that their potential has by no means been fully explored, and that they may hold the key to the continued good health of our colleges in the years ahead.

The remainder of our presentation is divided into two parts. The first is a review of enrollment and financial projections for the remainder of this century which substantiate our thesis that these will, indeed, be challenging times. The second will describe our experience in interinstitutional cooperative endeavors and will contain some specific recommendations for other institutions which may be embarking on similar endeavors.

I would like to introduce Mr. Richard Dickson, vice chairman of the WCC Board of Trustees, who will describe "The Future Context for Higher Education."

The two basic planning parameters in a college are "How many students must be served?" and "What financial resources will be available for the task?" It is the purpose of this presentation to provide some tentative answers to these questions as they relate to the entire United States for the period 1975 to the year 2000. What we shall see is that even the most optimistic projections indicate that the future will be quite different from the immediate past with which we are most familiar. This means that our own personal experience, far from helping us adapt to the coming circumstances in which we must operate, may in fact hinder our adaption. It is especially critical then that we understand what the future holds and prepare ourselves for it.

First let us try to understand how truly extraordinary the last fifteen years have been in higher education. The development of our colleges and universities can be divided into five phases, which are shown on this chart (Table I). The first phase extended from 1636 (the year Harvard College was founded) to 1870 and was a period of slow growth. Following the passage of the Morril Act in 1862 and the end of the Civil War there was a period of rapid acceleration in growth. The third phase, lasting from 1880 to 1960 was a period of rapid growth. The fourth phase, the decade of the 60's, was a period of rapid acceleration in growth. The fifth phase, which began in 1970, is one of rapid deceleration of growth. For all of us in this room growth, rapid growth, has been the order of the day and we have depended on it to accomplish many of our objectives, including the balancing of our budgets. Our view of the future suggests something quite different. The

Table I

GROWTH STAGES OF HIGHER EDUCATION IN THE UNITED STATES

PERIOD	CHARACTER OF STAGE
1636–1870	Slow growth
1870–1880	Fast acceleration of growth
1880–1960	Rapid growth
1960–1970	Fast acceleration of growth
1970–1985	Fast deceleration of growth
1985–2000	Slow growth or no growth

Source: More Than Survival: Prospects for Higher Education in a Period of Uncertainty by the Carnegie Foundation for the Advancement of Teaching. Jossey-Bass Publishers, San Francisco, 1975. p. 133.

fifth phase of rapid deceleration of growth is expected to give way in 1985 to a period of slow or, something unique in the history of American higher education, no growth.

Just to underscore how extraordinary the last twenty years have been, and therefore how unreliable our personal experience will be as a guide to the future, let's review what has happened over this period. Enrollments in higher education grew at the rate of 8% per year from the late fifties until 1970. At that rate enrollments more than doubled in ten years. And they did double! Students in degree-credit courses in 1960 totaled 3.6 million. In 1970 they numbered 7.9 million.

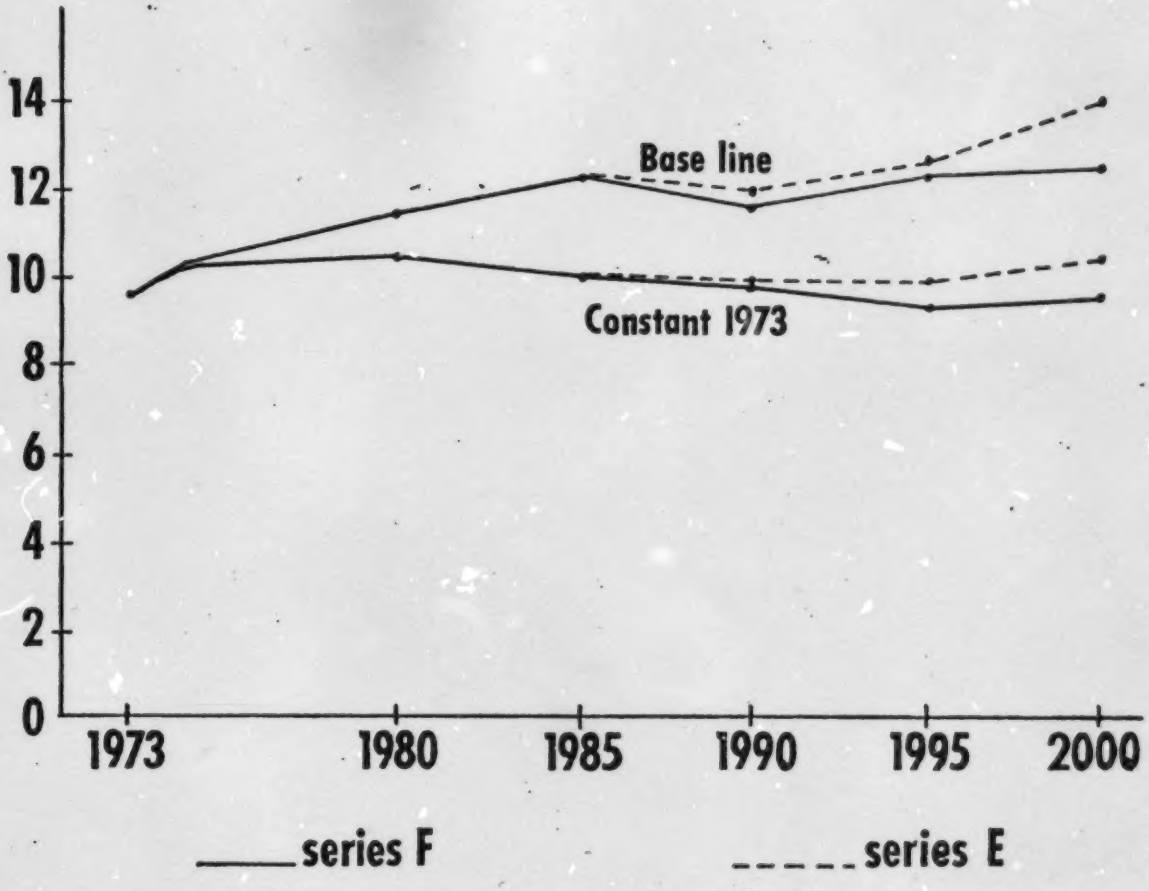
What is the future going to look like? The view is necessarily cloudly but there are many signs that it will be different than the recent past. Those students that we may be called upon to serve between now and 1993 are now living and we can therefore estimate the number of new prospective students that will be entering the educational market place. These data show that the number of such new students decreases each year over the next eighteen years. Other variables are more difficult to evaluate. We know the economy has an impact on enrollments, not only the availablity of jobs, but also the character of those jobs available. Most importantly and still more difficult to measure is the impact of public policy on enrollments. The GI Bill and the more recent change in the draft laws are two examples of public policies that had significant impact on enrollments. There are a growing number of minority group representatives and older adults returning to the college classrooms and these trends must also be taken into account.

There are many individuals and groups that have developed forecasts of future enrollments and while there are many similarities there are also many differences. In my estimation the most thoughtful projections are those developed by the Carnegie Council on Policy Studies in Higher Education as reported in the book entitled More Than Survival. Briefly these projections take into account the trends current in 1973 and projects, at a modest rate, the increasing enrollment of part-time students, older adults, minority group representatives and non-degree students. Here is what their picture of the future looks like. (Table II, CFAT p. 43 (top drawing)). Let's look first at the solid lines, The "Constant 1973" line shows how the enrollment levels would change if the composition of our future classes remained the same as in 1973. Enrollments would slowly increase until 1980 when a gradual decline would set in and last until 1995 when once again enrollments would begin to rise. We would end the 20th century with essentially the same enrollments as we had in 1973. However this is not the picture the Carnegie Council has for our future. They note the increasing number of older adults returning to college, the increasing numbers of blacks and they feel these trends must and will continue. Therefore the Council feels that our actual enrollment experience is likely to be that shown by the upper "Base-line" projection. This line shows gradual growth until 1985 when enrollments will slowly decline until 1990 when slow growth will begin once again. Both of the dark lines are based upon the assumption that our national fertility rate will be 1.8. If in fact the rate is 2.1, then the enrollments are expected to reach the higher levels indicated by the dashed lines.

Thus far we have focused on higher education as a total entity, but how will the community colleges fare during this period? What is our share of the future? In 1973 the public community colleges in this country enrolled 22.5% of

Table II

TOTAL ENROLLMENT IN HIGHER EDUCATION ACTUAL 1973 & PROJECTED 1980-2000



Source: More Than Survival: Prospects for Higher Education in a Period of Uncertainty by the Carnegie Foundation for the Advancement of Teaching. Jossey-Bass Publishers, San Francisco, 1975. p. 43.

all the full-time equivalent students. Table III (CFAT, p. 51) shows how the students were distributed among all types of institutions. Please note that three types of institutions, universities, comprehensive colleges and universities and th public community colleges enrolled 89% of the students.

The Carnegie Foundation for the Advancement of Teaching has recently attempted to evaluate the differential impact of the current enrollment trends on the various types of institutions. Their conclusions are contained in the book More Than Survival mentioned previously. They summarize some of the favorable characteristics which auger well for the future of a given institution. (Table IV, page 81 CFAT). You will note that many of these characteristics are those of the public community college. It is their conclusion that the public community college are in a position to fare relatively well during this period of change.

It therefore seems likely that the community colleges will grow and will increase their share of the students enrolled and that this will occur at the expense of private junior colleges, the comprehensive colleges and universities and the less highly selective liberal arts colleges. This does not mean that the rapid growth rates of the past will prevail in our institutions in the future, but it does mean that we should fare relatively well in attracting students in the years ahead. We may, for example, be able to maintain stable (non-decreasing) enrollments when other types of institutions are suffering declines. Those factors which enhance our position are

1. open access

    a) to persons of all ages
    b) to degree and non-degree students
    c) to full and part-time students

2. the breadth of our program offerings

All of these factors provide a strong foundation on which to build a vital, and stable institution.

Table III

PERCENTAGE DISTRIBUTION OF ENROLLMENTS BY INSTITUTIONAL TYPE

Universities	33.4%
Comprehensive colleges and universities	33.1
Highly selective liberal arts colleges	2.7
Less highly selective liberal arts colleges	6.9
Public community colleges	22.5
Private two-year colleges	1.4

Source: More Than Survival: Prospects for Higher Education in a Period of Uncertainty by the Carnegie Foundation for the Advancement of Teaching. Jossey-Bass Publishers, San Francisco, 1975. p. 51.

Table IV

LIST OF CHARACTERISTICS WHICH FAVOR FUTURE GROWTH FOR COLLEGES & UNIVERSITIES

1. Attract all ages rather than only 18- to 21-year-olds
2. Provide for part-time rather than only full-time students
3. Have comparatively low tuition and few local competitors rather than high tuition and many local competitors
4. Be closely related to reality rather than not
5. Be less, rather than more, dependent on teacher education
6. Have public state support than not
7. Be of an effective size rather than forgo the economies of scale
8. Be located in an urban rather than in a rural location

Table IV

LIST OF CHARACTERISTICS WHICH FAVOR FUTURE GROWTH FOR COLLEGES & UNIVERSITIES

9. Have a national reputation or a devoted specialized constituency rather than neither
10. Be older rather than younger as an institution
11. To have made wise expansion commitments in the 1960s rather than to have become overcommitted
12. Have a stabilized undergraduate enrollment rather than a volatile graduate enrollment
13. Be related to the health professions rather than not
14. Be in a sound financial condition rather than not
15. Be located in the South or California or New York rather than in other parts of the country and particularly than in the North Plains and Mountain States

Source: More Than Survival: Prospects for Higher Education in a Period of Uncertainty by the Carnegie Foundation for the Advancement of Teaching. Jossey-Bass Publishers, San Francisco, 1975. p. 81.

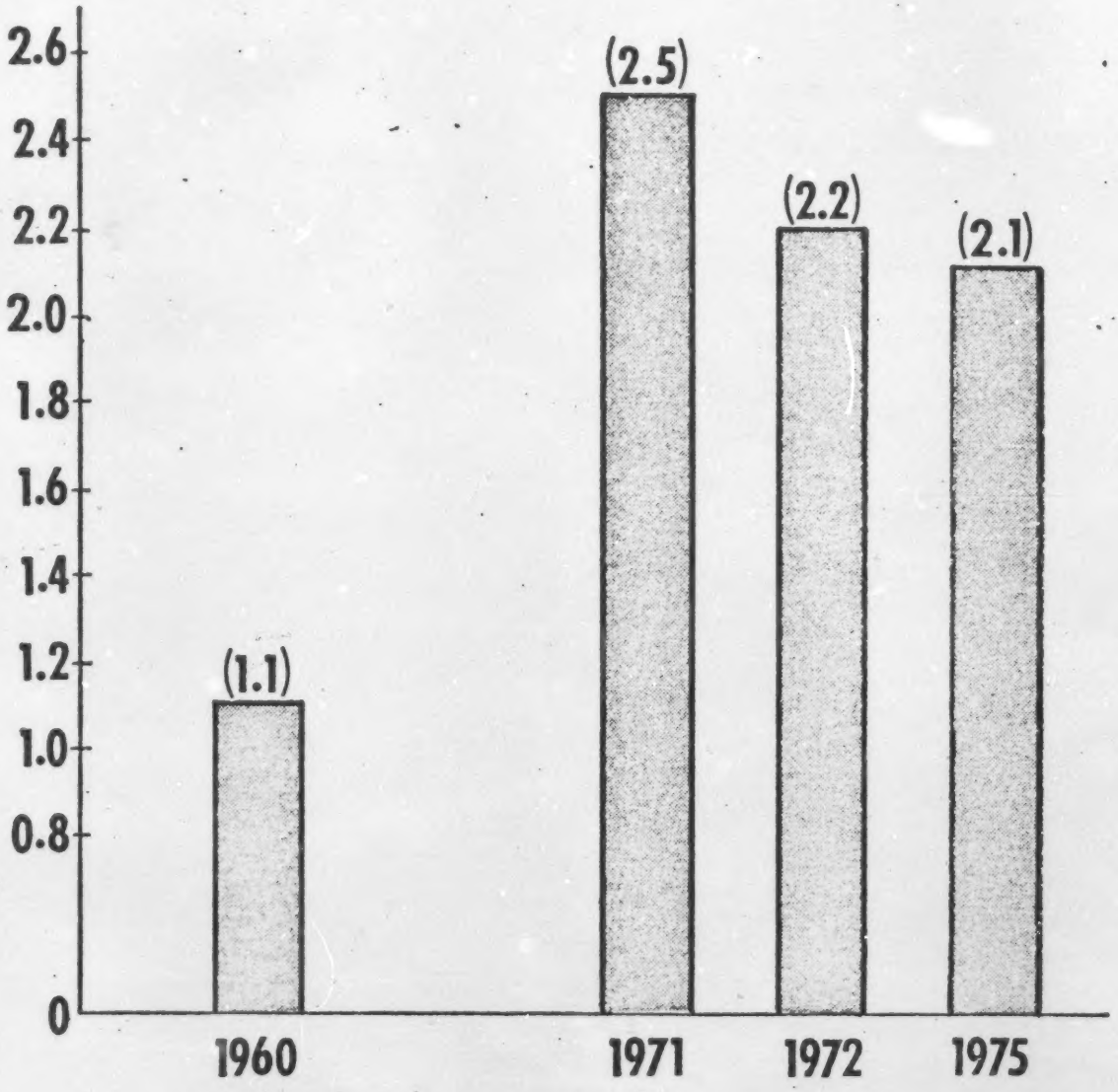
While the rapid growth rates of the past will not continue into the future, we in the community colleges nevertheless should continue to grow or at least maintain stable enrollments through the next quarter century.

What financial resources will be available to serve these students? The decade of the 60's was not only remarkable for the enrollment growth which occurred, but it was also remarkable for the financial support which was engendered. More money was spent on higher education in the decade 1958-1968 than in all the previous history of American higher education. These indeed were the "golden years". The financial support actually grew faster than enrollments during this interval of time. These extraordinary events also serve to warp our personal perspective of the past and make it difficult for us to visualize the future economic picture.

Over this period of time the United States has committed an increasing share of its income to higher education. Table V (CFAT p. 137) illustrates the changes in the percentage of the Gross National Product (GNP) over the last fifteen years. Note that while the percentage devoted to higher education more than doubled between 1960 when it was 1.1% and 1971 when it reached 2.5%, the trend over the last three years has been downward. While we may be concerned about the downward trend of this curve, it is important to remember that no other country spends more of its national income on higher education than does the United States. It is also important in maintaining perspective to know that no other segment of society more than doubled its share of the GNP over that same period of time. However we probably have reached the ceiling in terms of the percentage of the GNP that can be spent on higher education. There are many competing demands upon the financial resources available and when the needs of the next 25 years

Table V

CURRENT-FUNDS EXPENDITURES OF INSTITUTIONS OF HIGHER EDUCATION AS A PERCENTAGE OF THE GROSS NATIONAL PRODUCT, 1960-1975.



Source: More Than Survival: Prospects for Higher Education in a Period of Uncertainty by the Carnegie Foundation for the Advancement of Teaching. Jossey-Bass Publishers, San Francisco, 1975. p. 137.

are reviewed it is difficult to see how higher education can increase its share. For example, a substantial portion of our industrial plants were built in the years during and immediately following World War II. The plants are now beginning to show their age and are beginning to have a negative impact upon our material productivity. Therefore one high priority demand upon our available resources in the years ahead will be to make those necessary capital improvements without which our future economic vitality would be threatened. Secretary of the Treasury William Simon has estimated that we will have to triple our capital investments of the past ten years in the next ten years if our needs are to be met. Under these circumstances higher education will be fortunate if it can maintain its present share of the GNP and not fall back to the lower levels of the early 60's.

This chart (Table VI - CCHE p.5) illustrates a special problem which we in education have which impacts on our costs and which will loom ever larger as the years pass. It demonstrates that our costs rise faster than the economy as a whole because there are no comparable increases in productivity accompanying increases in salaries. This becomes very significant with time because the economic burden of supporting our institutions is increasing and ultimately will reach the point where it cannot be maintained without substantial change.

As an aside I might point out that here is another instance where our experience is likely to give us a warped perspective of what can happen in the future. Our institutions have, for the most part, been growing rapidly over the past few years. In these circumstances the productivity within your institutions may have actually risen in spite of some substantial salary increases because of overall increases in class sizes and better utilization of administrative and other staff. However it is important to understand that these productivity increases have been

Table VI

INCREASE OF HIGHER EDUCATION'S COSTS AS COMPARED WITH REST OF ECONOMY

	Economy as a whole	Higher education
Rise in wages & salaries	5%	5%
Rise in productivity	2.5%	0
Net rise in costs	2.5%	5%
Excess over the general rate of inflation	0	+2.5%

Source: The More Effective Use of Resources: An Imperative for Higher Education. The Carnegie Commission on Higher Education, McGraw-Hill Book Company, New York, June, 1972, p. 5.

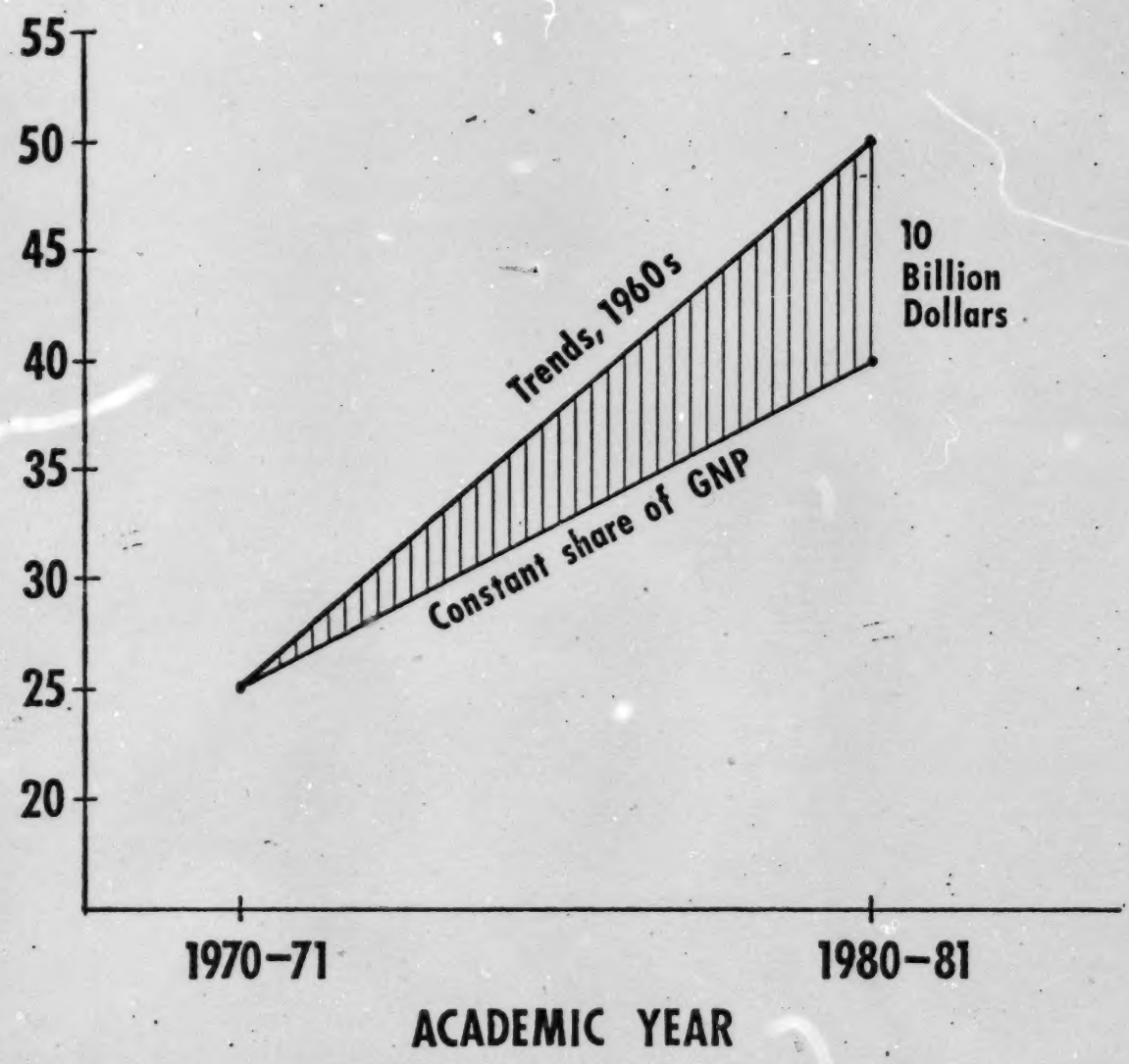
possible only because of growth and that if there had been no growth, there would have been significant increases in costs. Therefore it behooves us, as we move into an era of low or no growth, to increase our concern about taking those additional steps which will increase productivity.

Our share of the GNP grew during the decade of the sixties because of the increase in the percentage of the population enrolled in colleges and universities as well as because of the excess rise in costs over the general rate of inflation which we have just mentioned. This excess of approximately 2½% per year adds up to 30% in a decade. Over the decade of the 80's, this could mean 30% more dollars in 1989 just to do exactly the same thing we were doing in 1980 with no increase in enrollments.

But let's take a closer look at the financial picture of the seventies. In the fiscal year 1970-71 higher education in this country spent $25 billion. If we assume a continuation of the enrollment trends of that year, an enrollment increase of 50% over the decade and no inflation (!), then higher education would spend $51 billion in fiscal year 1980-81. This latter figure would require about 3.3% of the GNP to fund, a figure which is probably unrealistically high. If we are sufficiently optimistic to assume that we will be able to increase our share of the GNP to 2.7% by 1981, then that would mean $41 billion available to spend, but it would leave a $10 billion gap to be filled by other devices. Here's how it looks on a chart. (Table VII, CCHE, p.10). This is a very significant gap and it can only be closed by working both sides of the "equation," that is by generating more money while simultaneously making better use of it. While colleges and universities have experienced financial constraints of one kind or another throughout

Table VII

ALTERNATIVE PATTERNS OF GROWTH IN TOTAL CURRENT FUND EXPENDITURES IN HIGHER EDUCATION, 1970-71 TO 1980-81.



Source: The More Effective Use of Resources: An Imperative for Higher Education. The Carnegie Commission on Higher Education, McGraw-Hill Book Company, New York, June, 1972, p. 10.

their history the decade of the seventies does present challenges that are significantly more intense than those of the past and they are markedly different from those of the "golden sixties."

However, as difficult as the seventies may seem they will appear "golden" as compared with the eighties, for that decade will see continuing cost increases with little or no growth. The pressure to cut expenditures during this interval will be great. The eighties will be a difficult decade and merits some advance thought. Our basic challenge is to try to master these times rather than to drift through them and watch our institutions be altered to the detriment of society at large. It is no exaggeration to say that the next fifteen years may well be the most critical years ever faced by our system of higher education.

It is not the purpose of this presentation to prescribe remedies for the situation in which we now find ourselves, but rather simply to call your attention to the fact that we are slipping toward the abyss. However, thoughtful, creative people can not only survive this period, but can even strengthen their institutions, but it will not "just happen." Certainly our task is made somewhat easier since we are responsible for that segment of the enterprise, the community colleges, that have many advantages that favor success. Nevertheless we will have to become even more aware of those steps which will increase productivity and decrease costs.

In addition we should be more concerned about the improved coordination of resource use between and among educational institutions as a way of accomplishing tasks which need doing at a time when available resources are limited. Inter-institutional cooperative efforts, both formal and informal, are increasing in number and importance. The economic context in which we will be working in the years

to come suggests that we need to pay more attention to such arrangements as a way of doing more with less. We all must work harder at avoiding the unnecessary duplication of facilities and programs and in encouraging their being shared between institutions. The next portion of our presentation will describe inter-institutional cooperation as one means of meeting the challenge of the last quarter of the 20th century.

The preceding discussion has attempted to demonstrate that the future of American higher education will not be like its past. There are some who believe that the period through which we are living marks a "revolution" in our system of higher education. Franklin Patterson in his recent book, "Colleges in Consort," says

> Part of the nature of the revolutionary period in which American higher education exists is that the old institutional model of the college and university is obsolete and doesn't yet know it. Students know it, and are demonstrating their awareness by shifting from institution to institution, by "stopping out," by shopping in the educational marketplace, and by helping in the invention of alternative modes of postsecondary education. Many government officials, including state legislators, governors, and people in the federal government, are recognizing the need for change and development in higher education. The same is true of special study commissions, of many foundation executives, and others interested in the effectiveness of education in our society. But the behavior of trustees, administrators, and faculties in the colleges and universities does not exhibit a similar awareness.

Patterson believes that the voluntary coordination of resource use among institutions is the most palatable alternative to ever-increasing state and federal incursions into the operation of our colleges and universities. Interinstitutional cooperation is not new and it is far from being uncommon. Just to illustrate this point I recently attempted to list the various cooperative relationships in which our college, Waubonsee, is involved. Even though this list is incomplete, I believe it is impressive. And I do not believe we are in any way unique. I am sure that many of your institutions have more such agreements. I have divided our cooperative ventures into two categories, those formalized by a contract, and those based upon oral agreement or informal memos.

Each of the ventures listed is bilateral; between Waubonsee on the one hand and another institution or agency on the other. In the future, if we are to respond to the economic, educational and political forces acting upon us in a positive way and ward off the worst features of outright state control of all our activities, it is going to be necessary not only to increase the number and quality of such bilateral agreements, but we must also make them multi-lateral. In other words, an integration of planning for the use of scarce resources among groups of institutions must and will occur either on a voluntary basis through consortia or involuntarily through state "super-boards". Benjamin Franklin's remark that "We must all hang together, or assuredly we shall all hang separately" is very valid in the situation in which we now find ourselves.

Waubonsee is involved in more than just bilateral agreements at the present time and I would like to describe our experience, not because I am attempting to sell our solution, if in fact it is a solution, to you, but rather because I want to illustrate some of the problems involved in interinstitutional cooperation and to derive a list of recommendations for your future action on this important topic. Waubonsee is one of the founding members of an organization known as the Council for Area Planning of Educational Services (CAPES). This organization can properly be called a consortium, since it involves more than two institutions, in fact many more than two as you will see. Most consortia in higher education are horizontal, that is, they link colleges that are similar in mission and scope. CAPES is horizontal, but it is also vertical and therein lies part of its uniqueness. CAPES is a vertical organization in that it includes institutions at all levels of educational endeavor, from elementary schools to a university. It also involves both public and private institutions, and it includes

both the formal educational institutions, the schools and colleges, as well as the informal ones, such as the public libraries and radio stations. CAPES is, therefore, comprehensive. It is an umbrella, or cape, if you will, under which any number of bilateral or multi-lateral programs can be accommodated.

Membership in CAPES is entirely voluntary and accommodates both those with a deep interest in cooperative efforts and those who simply are interested in any effort which might enable them to enrich their programs from time to time without any substantial commitment of additional time or resources. It is both the hope and the expectation that the existence of this framework will, over time, result in closer ties between educational agencies in our region. I believe, in fact, that there is evidence that it is already happening. More specific objectives for CAPES include the development of a comprehensive catalog of regional educational opportunities and a coordination of effort to avoid unnecessary duplication.

How did we come to this concept of CAPES? Somewhat more than two years ago a county-wide planning workshop was held on our campus. We are located in one of the fastest growing counties in Illinois, and much effort has been expended at the county level in recent years developing a comprehensive plan for the future utilization of its land. It seemed to several of us at that meeting that there should be coordinate efforts made to plan for the provision of educational services. There was a need for the planning to be both thorough and comprehensive if resources were, in fact, to be conserved and existing programs substantially enriched. Therefore the emphasis was placed upon an organization which was voluntary and would not in any way threaten the autonomy of any institution involved. A review of the educational literature revealed no models which we felt appropriate

to our circumstances and therefore we proceeded to build our own. Interestingly enough, the model Patterson develops for a consortium of the future in his book, Colleges in Consort, published last year, has much in common with CAPES. The most significant difference between them being the governance structure.

Who's involved in CAPES? The institutions of higher education involved in this project, in addition to Waubonsee, are Elgin Community College, Aurora College, Judson College and Northern Illinois University. The other educational institutions participating are those in the districts served by the two public community colleges, Elgin and Waubonsee. This region comprises approximately 1100 square miles and a population of 333,000 in northeastern Illinois approximately 45 miles west of Chicago.

CAPES was formally organized just less than two years ago. It is governed, if that is not too strong a word, by an executive committee made up of representatives of the various involved institutions and agencies. It is administered by a part-time executive director assisted by a graduate intern from Northern Illinois University and with secretarial assistance. The working units of the organization are the commissions, made up in part by volunteers and in part by staff members of the various institutions assigned to work on the task at hand. There are at present seven commissions, each dealing with a separate area of interest. These areas are as follows: instructional television, data processing, careers and employment, educational personnel, facilities, community education and cultural affairs. Several workshops have been held to provide opportunities for an exchange of reports among the various commissions to keep everyone informed of progress. In addition, meeting summaries and minutes of the meetings of the executive committee are widely distributed.

The activities of CAPES have been funded in part by two small grants totaling $24,500.00 from Illinois' Higher Education Cooperation Act. The greatest support however has come not in the form of dollars, but in the time of the staff members of the various participating agencies.

CAPES has been a qualified success to this point in time. However it is only fair to point out that the accomplishments do not begin to match the needs that exist. The instructional television commission has been the most active and has made the greatest strides. They have organized a regional video-tape/ videocassette library through the cooperation of the office of the superintendent of the Educational Service Region, conducted an ITV needs survey and a workshop, established a newsletter which is mailed to each teacher in the region and have persuaded the National College of Education to offer a graduate level course for teachers on television utilization and production.

The cultural affairs commission has been responsible for bringing a production of the opera "Madame Butterfly" to the area, as well as a performance of Northern Illinois University's Vermeer String Quartet and the periodic publication of a cultural calendar for the region.

Other activities include several additional workshops on community education and manpower needs planning, preparation of an inventory of educational agencies in the region and a course designed to help people plan for retirement.

There are several other projects which are underway which may bear fruit. They include a cooperative string music program, the establishment of an integrated network of community education centers, manpower needs forecasting utilizing the system developed at Western Illinois University and cooperative purchasing arrangements.

However several of our projects have not been successful. Perhaps the most ambitious one was the formation of a regional computer services consortium. Nevertheless a joint computer services operation involving Elgin Community College and the Elgin Public Schools has been recently organized. Other proposed projects not implemented include in-service education programs for teacher aides, school bus drivers and school custodians.

This review of the activities of CAPES demonstrates that, for the most part, we have done the "easy" things, workshops, surveys and inventories. Even the largest undertaking, the video-tape/videocassette library, built upon existing capability. Also, none of these projects has conserved existing resources, although several have made more effective use of them. Our successes have resulted in the enrichment of existing programs and services. This is a very valuable objective in itself, however it falls short of the needs of the times. The project which could have resulted in both a substantial savings in total expenditures and simultaneously enriched existing services, the regional computer consortium, met with failure. The current level of spending on computer services in our region has been estimated at $3,000,000 including both staff and hardware. Despite the potential this project held, it was unsuccessful. Why did this project fail and why have we not made greater progress?

First, many people, and institutions, have expectations for the future that are not realistic in terms of the resources that society is going to be able to make available. There is the general feeling that the next fifteen years will be like the past fifteen. As we have tried to point out, all the signs are pointing the other direction and there is a great need to begin to read them.

Second, there is a great deal of self-interest and unfortunately much of it is unenlightened. The great majority of institutions would rather have their own computer, even a small one with limited capability, than to share a larger one with greater capability at a cost savings. This same attitude extends to other instructional and service areas as well, with the result that many educational facilities are poorly equipped. All too often we find a sea of mediocrity with very few "islands of excellence". Some how we need to cultivate the idea that "sharing" is a form of "having". In addition, we in the community colleges, particularly, should broaden our horizons to the point that we can think of our campuses as encompassing at least the entire district or region we serve.

Third, fear is a very significant factor which frequently undermines inter-institutional cooperative efforts. Fear that your institution may lose prestige in relinquishing a program or piece of equipment to another, and fear that cooperative efforts may lead to the loss of jobs by faculty and staff undermines such efforts. Perhaps most significant of all is the fear that an institution may be required to surrender so much of its autonomy that it would lose its ability to control its own destiny. This last is a real fear. The challenge is to cooperatively plan and share resources in such a way as to preserve the integrity of each participating institution. We must face the real possibility that not all institutions will be able to survive without substantial alteration, if at all. The alternative to each of us facing up to these realities is to have the same hard decisions made for us in our state capitols, where the first priorities are seldom teaching and learning. I must hasten to say that I do not believe that the community colleges as an institution need feel threatened in this time. In fact we are fortunate in that we find ourselves in the growth segment of education. However we nevertheless

will be, and in fact are now, touched by the new environment. It is precisely because we are less threatened that we have a special obligation to provide leadership for other sectors of education in the times ahead.

For those of you who have an interest in furthering resource sharing among institutions, and I hope you all do, I have the following suggestions:

1) Establish the commitment to cooperative planning and resource-sharing at the policy level in your institutions. Each college should have a Board-established policy statement on this issue.

2) Inform your constituencies, both within and without the college, what the future circumstances of education promises to be like, and the steps you are taking now to make it brighter.

3) Involve as many educational institutions as possible in your cooperative efforts, and the term "educational institution" should be construed in its broadest possible sense. It's true your communications problems multiply with increasing numbers of people, but then so does the potential number of resource-saving programs.

4) Do not be overly specific in identifying the areas of cooperative efforts, leave much to the creativity of your staff and the others involved. For example, do not limit yourselves to facilities and equipment sharing even though this may be your prime objective. It may be necessary to undertake other projects first in order to establish a rapport which will ultimately permit the realization of your first objectives.

5) Be patient -- do not demand immediate payoffs in terms of dollars saved. Remember that fear, founded and unfounded, plays a large role in these efforts, and time must be provided for them to be allayed.

6) Confidence and trust, both in your staff, and in the representatives of the other institutions is essential for cooperative efforts.

7) There are two books that I would recommend each of you read who want more information on this general topic. They are More Than Survival by the Carnegie Council on Higher Education which attempts to picture the environment of the next quarter century in American higher education, and Colleges in Consort by Franklin Patterson, which is an examination of the consortium movement in this country.

I would like to close as I began by quoting a passage from this last book:

> Events and pressures that face higher education in the foreseeable future will make institutional autonomy less and less tenable as the norm. Cooperation and coordination are essential and will come, intelligently and wisely or not. The need for educational leadership to go beyond the present nature of the consortium movement to genuine collaboration on problems and possibilities is attested to enough. But for this to happen, there will have to be some surrendering of autonomy, some better identification of common problems, and some greater willingness by government and foundation to provide incentives and rewards for cooperation. Getting these three things will not be at all easy.

But, I might add, they are necessary for the education of future Americans.

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